

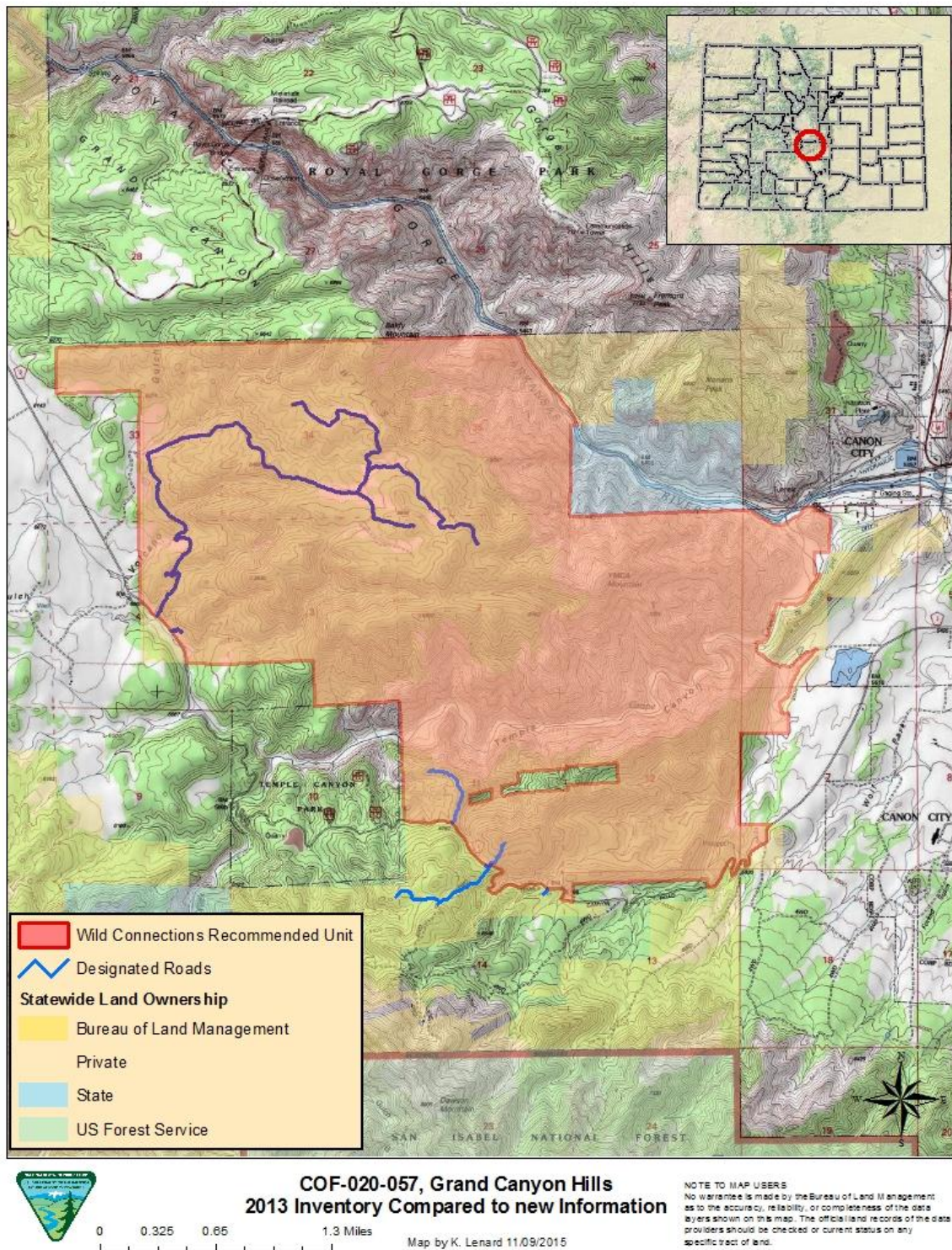
**Lands with Wilderness Characteristics Report:**  
**Grand Canyon Hills**  
**COF-020-057**

Section 201 of FLPMA requires the BLM to maintain on a continuing basis an inventory of all public lands and their resources and other values, which includes wilderness characteristics. It also provides that the preparation and maintenance of the inventory shall not, of itself, change or prevent change of the management or use of public lands. Regardless of past inventory, the BLM must maintain and update as necessary, its inventory of wilderness resources on public lands. In some circumstances, conditions relating to wilderness characteristics may have changed over time, and an area that was once determined to lack wilderness characteristics may now possess them. BLM Manual 6310 'Conducting Wilderness Characteristics Inventory on BLM Lands' is the policy that provides guidance on conducting this inventory process.

Following BLM guidance the Royal Gorge Field Office conducted an inventory in 2013 and found that the unit did not meet the criteria for having wilderness characteristics. Per policy, the public has the opportunity to provide new information regarding wilderness characteristics that the BLM must evaluate and consider. New information that meets the minimum standard for further review was submitted by Wild Connections on May 6, 2015 contending that 5,000 acres meet the criteria. This report reflects an updated inventory that combines BLM's 2013 findings and an evaluation of the data submitted by Wild Connections in their Sand Gulch, Falls Gulch Mountain report.

<b>Inventory Effort</b>	<b>Acreage Inventoried</b>	<b>Wilderness Characteristics Acreage</b>
BLM 2013 Inventory	5,250.2	0
Wild Connections Inventory	5,000	5,000
BLM 2015 Evaluation Conclusions	5,250.2	0

**Map 1 Grand Canyon Hills 2013 inventory compared to new information**



**Form 1: Document Wilderness Characteristics Inventory Findings on Record**  
**(Refers to Original 1980's Inventory Effort)**

Is there existing BLM wilderness characteristics inventory information on all or part of this area?

NO ☐ (If no, go to Form 2)

YES ☒ If yes, and if the area has subunits within the broader area, list the unique identifiers for each of those subunits:

Inventory Source: 1980 Wilderness Study Report

Inventory Area Unique Identifier(s): \_\_\_\_\_

Map Name(s)/Number(s): \_\_\_\_\_

BLM District(s)/Field Office(s): Front Range District/ Royal Gorge Filed Office

BLM Inventory findings on record: Document existing inventory information regarding wilderness characteristics (if more than one BLM inventory area is associated with the area, list each area and answer each question individually for each inventory area):

Document BLM Wilderness Characteristics Findings on Record (Historic Findings)					
Inventory Source Document:					
Area Unique Identifier	Sufficient Size? (YES/NO & acres)	Naturalness (YES/NO)	Outstanding Opportunities for Solitude (YES/NO)	Outstanding opportunities for primitive & unconfined recreation (YES/NO)	Supplemental Values? (YES/NO)
CO-020-015	N	N	N	N	N

## Form 2: Current Conditions: Presence or Absence of Wilderness Characteristics

Area Unique Identifier: COF-020-057

Acreage: 5,250.2 acres

1. Is the area of sufficient size? :

Yes \_\_\_\_ No X \_\_\_\_

Description:

The Grand Canyon Hills unit is bounded as follows:

- North and West city owned land and private property
- North East corner Rio Grande Railroad right of way (ROW);
- Southeast and southwest end of the unit, by Fremont County Road 3;
- The western corner of the unit, by Fremont County road 341 A;

Wilderness inventoried roads documented within the unit, on the north western side of the unit, BLM 6100, BLM 6100e, and BLM 6100c. These roads were designated as roads open to the public, are maintained, and receive regular and continuous use.

This area as described totals 5,250.2 acres.

The BLM's 2013 inventory found the area to have sufficient size to meet the minimal criteria but concluded it did not appear natural due to cumulative impacts of man-made features, most notably a 5.5 mile designated road network occupying a large section of the western portion of the unit. In 2015 the BLM reviewed these findings and policy. BLM Manual 6310 identifies that areas must meet a minimal criteria of being a roadless area over 5,000 acres. The 5.5 miles of designated roads within the northwestern portion of the unit covers a large area in relation to the unit's overall size. The report submitted by Wild Connections does not contend that these are wilderness inventory roads. The BLM concludes that this unit does not meet the roadless criteria and the unit was not considered further.

2. Does the area appear to be natural?

Yes \_\_\_\_ No \_\_\_\_ NA X \_\_\_\_

Description:

3. Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for solitude?

Yes \_\_\_\_ No \_\_\_\_ NA\_X\_\_

Description:

4. Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for primitive and unconfined recreation?

Yes \_\_\_\_ No \_\_\_\_ NA\_X\_\_

Description:

5. Does the area have supplemental values?

Yes \_\_\_\_ No \_\_\_\_ NA\_X\_\_

Description:

## Summary of Analysis:

Unique Identifier: COF-020-057, Grand Canyon Hills

Acreage: 5,250.2 acres

### Results of Analysis:

The BLM's 2013 inventory found the area to have sufficient size to meet the minimal criteria but concluded it did not appear natural due to cumulative impacts of man-made features, most notably a 5.5 mile designated road network occupying a large section of the western portion of the unit. These roads were designated in the Arkansas River Travel Management Plan and meet the criteria for being inventory roads. Wild Connections submitted information in 2015 contending that the unit did in fact have wilderness characteristics. Their report indicated that the designated road network "poses a minimal impact on the landscape" however, they were also removed from the defined unit as a cherrystem.

In 2015 the BLM reviewed the information submitted by Wild Connections along with past inventory efforts and policy. BLM Manual 6310 identifies that areas must meet a minimal criteria of being a roadless area over 5,000 acres. The 5.5 miles of designated roads within the northwestern portion of the unit covers a large area in relation to the unit's overall size and routes are in relative close proximity to each other. While Wild Connections report indicates that these "cherrystem roads are not visible even from nearby locations given the topographic and vegetative screening". While this is largely true, a site visit conducted by BLM in October 2015 staff observed the cherry stem roads from multiple vantage points especially where roads pass through open meadows or are cut into steep hillsides. Based on a review of BLM policy, Wild Connections data, and a follow-up site visit the BLM concludes that the unit does not meet the minimum criteria for consideration as having wilderness characteristics.

The 5,250.2 acre unit is bounded as follows:

- North East corner Rio Grande Railroad right of way (ROW);
  - Southeast and southwest end of the unit, by Fremont County Road 3;
  - The western corner of the unit, by Fremont County road 341 A;
  - Wilderness inventoried roads on the western side, BLM 6100, BLM 6100e, and BLM 6100c.
  - Due to naturalness the boundary is defined by trails located near Ecology Park and an administrative road to the Deweese water gap diversion dam.
  - The unit is found in parts of the sections listed in the following townships;
    - o T. 18 S. R. 71 W. Sections 33, 34, 35, 36
    - o T. 19 S. R. 71 W. Sections 1, 2, 3, 4, 11, 12, 13, 15, 16
- 
- Does the area meet size requirements or exceptions? Yes \_\_\_\_\_ No X\_\_\_\_\_
  - Does the area appear natural? Yes \_\_\_\_\_ No \_\_\_\_\_ NA X\_\_\_\_\_
  - Does the area offer outstanding opportunities for solitude or a primitive and unconfined type of recreation? Yes \_\_\_\_\_ No \_\_\_\_\_ NA X\_\_\_\_\_
  - Does the area have supplemental value? Yes \_\_\_\_\_ No \_\_\_\_\_ NA X\_\_\_\_\_

Check one:

- ☐ The area, or a portion of the area, has wilderness characteristics and is identified as land with wilderness characteristics.
- ☒ The area does not have wilderness characteristics.

This does not represent a formal land use allocation or a final agency decision, and does not represent a decision in regard to how the area will be managed or address impacts of management decisions.

Prepared by:

Evaluator: Kalem Lenard/Recreation Planner

Date: 11/6/2015

Evaluator: Linda Skinner/Recreation Planner

Date: 11/6/2015

Evaluator: Janine Prout/Recreation Assistant

Date: May 30, 2013

Evaluator: Dave Gilbert/ Hydrologist

Date: June 17, 2013

Evaluator: Kalem Lenard/ Outdoor Recreation Planner

Date: July 30, 2013

Evaluator: Matt Rustand/Wildlife Biologist

Date: Sept 11, 2013

### **Form 3: Route Analysis:**

The Route Analysis includes factors to consider when determining whether a route is a road for wilderness characteristics inventory purposes. For the purposes of this analysis, use the following definition of a “road”. This definition is drawn from and the FLPMA legislative history and historic BLM inventory direction.

Road: An access route which has been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.

- a. Improved and maintained – Actions taken physically by people to keep the road open to vehicle traffic. “Improved” does not necessarily mean formal construction. “Maintained” does not necessarily mean annual maintenance.
- b. Mechanical means – Use of hand or power machinery or tools.
- c. Relatively regular and continuous use – Vehicular use that has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources, access roads to maintained recreation sites or facilities, or access roads to mining claims.

If a portion of a route is found to meet the wilderness inventory road criteria (see Part III) and the remainder does not meet these criteria (e.g., a cherrystem road with a primitive route continuing beyond a certain point), identify each segment and explain the rationale for the separate findings.

Wilderness Characteristics Inventory Area Unique Identifier: COF-020-057

Route or Route Segment Name and/or Identifier: BLM 6100, BLM 6100E, BLM 6100C, Fremont County Rd 3A

#### **I. LOCATION:**

Refer to attached map and BLM corporate data (GIS). List photo point references (where applicable) or reference attached photo log:

Map Title: Unit, COF-020-057 Wilderness Characteristics Map

Map Date: 2013

Describe:

The map includes the parcel inventoried as well as photo points and routes collected by GPS.

#### **II. ROUTE CONTEXT**

The purpose of a route is not a deciding factor in determining whether a route is a road for wilderness characteristics inventory purposes. The purpose of a route does provide context for factors on which such a determination may be based, particularly the question of whether maintenance of the route ensures relatively regular and continuous



use. The purpose also helps to determine whether maintenance that may so far have been unnecessary to ensure such use would be approved by BLM when the need arises.

A. Current Purpose of Route:

Describe:

- BLM 6100: used for recreational purposes, as well as BLM administrative uses.
- BLM 6100A: used for recreational purposes, as well as BLM administrative uses.
- BLM 6100 B: used for recreational purposes, as well as BLM administrative uses.
- BLM 6100 C: used for recreational purposes, as well as BLM administrative uses
- Fremont County Rd 3 is used for general transportation.
- CO-020-057-H is used for BLM administrative uses.

B. Right-of-Way (ROW):

B.1. Is there a ROW associated with this route?

Yes X No \_\_\_\_\_ Unknown \_\_\_\_\_

If yes, what is the stated purpose of the ROW?

Fremont County Rd 3 has a ROW association, serial # 44142

B.2. Is the ROW still being used for this purpose?

Yes X No \_\_\_\_\_ Unknown or N/A \_\_\_\_\_

Explain:

Fremont County Rd 3's ROW association is still in use.

III. WILDERNESS INVENTORY ROAD CRITERIA

A. Is there evidence of construction or improvement using mechanical means?

Yes, if either III.A.1 or III.A.2 is checked "yes" below X

No, if both III.A.1 and III.A.2 are checked "no" below \_\_\_\_\_

A.1. Construction: Is there evidence that the route or route segment was originally constructed using mechanical means?

Yes X No \_\_\_\_\_

Examples (partial list):

Paved \_\_\_\_\_ Bladed \_\_\_\_\_ Graveled X Roadside Berms \_\_\_\_\_ Cut/Fill X Other \_\_\_\_\_

Describe:

- BLM 6100 has evidence of being originally mechanically constructed, cut/ fill is evident.
- BLM 6100-A has evidence of being originally mechanically constructed, cut/ fill is evident.

- BLM 6100-B has evidence of being originally mechanically constructed, cut/ fill is evident.
- BLM 6100 C has evidence of being originally mechanically constructed, cut/ fill is evident.
- Fremont County Rd 3 has evidence of being originally mechanically constructed; bladed, graveled, and roadside berms are evident.
- CO-020-057-H has evidence of being originally mechanically constructed, cut/ fill is evident.

A.2. Improvements: Is there evidence of improvements using mechanical means to facilitate access?

Yes   X   If "yes", improvements by? Hand Tools        by Machine   X    
 No       

Examples (partial list):

Culverts        Built Stream Crossings        Bridges        Drainage        Barriers       

Describe:

- BLM 6100 has evidence of being mechanically improved, drainage added to the route.
- BLM 6100-A has evidence of mechanical improvements, drainage added to the routes.
- BLM 6100-B has evidence of being originally mechanically constructed, cut/ fill is evident.
- BLM 6100 C has evidence of being originally mechanically constructed, cut/ fill is evident.
- Fremont County Rd 3 has evidence of being originally mechanically constructed; bladed, graveled, and roadside berms are evident.
- CO-020-057-H has evidence of being originally mechanically constructed, cut/ fill is evident.

B. Maintenance: Is there evidence of maintenance that would ensure *relatively* regular and continuous use?

Yes, if either III.B.1 *or* III.B.2 is checked "yes" below   X    
 No, if both III.B.1 *and* III.B.2 are checked "no" below       

B.1. Is there evidence or documentation of maintenance using hand tools or machinery?

Yes   X   If "yes", maintenance by? Hand Tools        by Machine   X    
 No       

Explain:

- BLM 6100 BLM mechanically maintains the route every 3-5 years.
- BLM 6100-A mechanically maintains the route every 3-5 years.
- BLM 6100-B mechanically maintains the route every 3-5 years.

- BLM 6100 C mechanically maintains the route every 3-5 years.
- Fremont County Rd 3 is regularly maintained by mechanical means.
- CO-020-057-H has evidence of mechanical maintenance to allow for administrative use.

B.2. If the route or route segment is in good condition, but there is no evidence of maintenance, would mechanical maintenance with hand tools or machines be approved by BLM to meet the purpose(s) of the route in the event this route became impassable? "Good condition" would be a condition that ensures regular and continuous use relative to the purposes of the route. Consider whether the route can be clearly followed in the field over its entire course and whether all or any portion of the route contains any impediments to travel.

Yes   X   No       

Explain:

- BLM 6100 BLM would maintain route for full size vehicle use.
- BLM 6100-A BLM would maintain route for full size vehicle use.
- BLM 6100-B BLM would maintain route for full size vehicle use.
- BLM 6100 C BLM would maintain route for full size vehicle use.
- Fremont County Rd 3 is maintained for regular and continuous use.
- CO-020-057-H BLM would maintain route for full size vehicle use.

C. Relatively regular and continuous use: Does the route or route segment ensure relatively regular and continuous use?

Yes   X   No       

Explain: Describe evidence (e.g., direct: vehicles or vehicle tracks observed; or indirect: evidence of use associated with purpose of the route such as maintenance of facility that route accesses) and other rationale for whether use has occurred and will continue to occur on a *relatively* regular basis (regular and continuous use relative to the purpose(s) of the route). Include estimate of travel rates for the stated purposes (e.g., trips per day, week, month, season, year, or even multiple years in some facility maintenance cases).

- BLM 6100 BLM would maintain route for full size vehicle use. Used approximately 30-50 times weekly.
- BLM 6100-A BLM would maintain route for full size vehicle use. Used approximately 30-50 times weekly.
- BLM 6100-B BLM would maintain route for full size vehicle use. Used approximately 30-50 times weekly..
- BLM 6100 C BLM would maintain route for full size vehicle use. Used approximately 30-50 times weekly.
- Fremont County Rd 3 is maintained for regular and continuous use, used 40-60 times daily.

- CO-020-057-H BLM would maintain route for full size vehicle use. Used approximately 10-20 times weekly.

#### IV. CONCLUSION:

Does the route or route segment meet the definition of a wilderness inventory road (i.e., are items III.A *and* III.B *and* III.C all checked yes)? If part of the route meets the wilderness inventory road definition and the remainder does not, describe the segment meeting the definition and any remaining portion not meeting the definition and why. Also, describe and explain rationale for any discrepancies with citizen proposals.

Yes      X   = Wilderness Inventory Road  
 No            = Not a road for wilderness inventory purposes

Explain:

- BLM 6100 BLM meets the criteria to be a wilderness inventory road, cherry stemmed into unit.
- Fremont County Rd 3 meets the criteria to be a wilderness inventory road, defines the south boundary.
- CO-020-057-H meets the criteria to be a wilderness inventory road, defines the SE boundary.

Yes           = Wilderness Inventory Road  
 No       X   = Not a road for wilderness inventory purposes

- BLM 6100-A does not meet the criteria as a wilderness inventory road, not used for regular and continuous use.
- BLM 6100-B does not meet the criteria as a wilderness inventory road, not used for regular and continuous use.
- BLM 6100 C BLM does not meet the criteria as a wilderness inventory road, not used for regular and continuous use.

Evaluator: Janine Prout/ Recreation Technician

Date: September 10, 2013

## PHOTO LOG

Photographer(s): **JProut/ Recreation Technician**

Inventory Area Unique Identifier: **COF-020-057, Grand Canyon Hills**

<b>Date</b>	<b>Frame #</b>	<b>Camera Direc.</b>	<b>Description</b>	<b>GPS/UTM Location</b> (UTM Zone 13)	<b>Town -ship</b>	<b>Range</b>	<b>Sec.</b>	<b>Photo Point #</b>
5/22/2013	DSC03572	NE	Beginning of route, BLM 6100	N 4,252,776.5564  E 470,849.958525	19 S.	71 W.	4	1
5/22/2013	DSC03573	N	Route condition,	N 4,253,887.80862  E 472,662.357983	18 S.	71 W.	34	2
5/22/2013	DSC03574	N	Beginning of BLM 6100 C	N 4,253,887.80862  E 472,662.357983	18 S.	71 W.	34	3
5/22/2013	DSC03575	N	Beginning of BLM 6100 B	N 4,254,139.16329  E 472,741.733142	18 S.	71 W.	34	4
5/22/2013	DSC03576	E	Campfire ring at the end of BLM 6100	N 4,253,451.24525  E 473,733.922627	19 S.	71 W.	2	5
5/22/2013	DSC03578	W	Route condition, BLM 6100 B	N 4,254.588.95585  E 472,728.503949	18 S.	71 W.	34	6
5/22/2013	DSC03579	W	End of BLM 6100 B	N 4,253,755.51669  E 476,750.178659	18 S.	71 W.	34	7
5/28/2013	IMG_2013 0528_134 906	S	Grape Creek at the Arkansas River	N 4,253,755.51669  E 476,750.178659	19 S.	70 W.	6	8
5/28/2013	IMG_2013 0528_140 105	S	Walk thru gate at grape creek	N 4,253,755.51669	19 S.	70 W.	6	9

				E 476,750.178659				
5/28/2013	IMG_2013 0528_142 450	S	Vehicle tracks	N 4,253,755.51669  E 476,750.178659	19 S.	70 W.	6	10
5/28/2013	IMG_2013 0528_142 454	S	Vehicle tracks	N 4,253,755.51669  E 476,750.178659	19 S.	70 W.	6	11
5/28/2013	IMG_2013 0528_151 508	W	Route condition	N 4,253,755.51669  E 476,750.178659	19 S.	70 W.	6	12
5/28/2013	IMG_2013 0528_151 857	W	corals	N 4,253,755.51669  E 476,750.178659	19 S.	70 W.	6	13
5/28/2013	IMG_2013 0528_151 903	NE	Water line	N 4,253,755.51669  E 476,750.178659	19 S.	70 W.	6	14
5/28/2013	IMG_2013 0528_152 629	N	bridge	N 4,252,326.76383  E 476,498.82399	19 S.	70 W.	6	15



#1



#2



#3



#4



#5





#6



#7



#8



#9



#10





#11



#12



#13



#14



#15



**Royal Gorge Field Office Lands with Wilderness Characteristics Inventory, 2015: Evaluation of new information**

**Assessment and Determination**

The BLM Royal Gorge Field Office followed manual 6310 in the performance of inventory for lands with wilderness characteristics. In response to new information submitted in May, 2015 by Wild Connections, the 2013 inventory was re-evaluated. A final review was made by comparing existing data and when needed additional field trips were taken to collect data by GPS, inventory forms, and photo points. Resource specialists were also consulted to determine if the conclusion reached in the 2013 inventory remains valid, or whether changes should occur. The above report documents those findings for the following area(s):

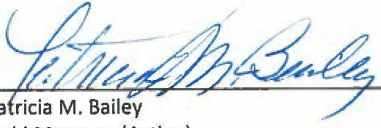
Unit ID	Unit Name	Total BLM acreage inventoried	Acreage with Wilderness Characteristics	Acreage without Wilderness Characteristics
COF-020-057	Grand Canyon Hills	5,250.2	0.0	5,250.2

**Review:**

I have reviewed the inventory results, reports, photos, and maps for the above Lands with Wilderness Characteristics and concur with the findings as submitted.

  
James Kalem Lenard  
Outdoor Recreation Planner, Royal Gorge Field Office

Date: 11/17/15

  
Patricia M. Bailey  
Field Manager (Acting)  
Royal Gorge Field Office

Date: 12/17/15